

PUBLIC LIBRARY SERVICES IN MANITOBA

A CHALLENGE FOR THE '90s

An Information and Discussion Paper

**Manitoba
Culture, Heritage
and Recreation**



**Public Library Advisory Board
1990**

TABLE OF CONTENTS

91-02295/

	<u>PAGE</u>
INTRODUCTION	Face Page
WHY A MANITOBA LIBRARY ADVISORY BOARD?	1
WHAT IS THE MANITOBA LIBRARY ADVISORY BOARD?	1
WHO IS THE MANITOBA LIBRARY ADVISORY BOARD?	2
WHAT IS THE MANDATE OF THE MANITOBA LIBRARY ADVISORY BOARD?	3
 <u>DISCUSSION PAPER</u>	
HOW TO RESPOND	5
UNSERVED POPULATIONS	6
DELIVERY SYSTEMS	8
FINANCING	9
PROVINCIAL LIBRARY SERVICES & MANITOBA'S ABORIGINAL PEOPLES	12
PUBLIC LIBRARIES ACT • THE LEGISLATION	14
• STANDARDS	17
NETWORKING	18
GENERAL	19
ISSUE RATING CHECKLIST	20
 <u>APPENDICES</u>	
LIBRARIES - A HISTORIC OVERVIEW	25
WHAT IS PUBLIC LIBRARY SERVICES?	27
CHRONOLOGY OF MANITOBA LIBRARY HISTORY	29
LIBRARY ASSOCIATIONS IN MANITOBA	33
PROVINCIAL COMPARISONS OF POPULATIONS SERVED/UNSERVED	35
PERCENTAGE OF FUNDING BEING PROVINCIAL	36
A COMPARISON OF PROVINCIAL FUNDING LEGISLATION	37
DEFINITIONS	44
SOURCES & RESOURCES	46

This publication has been prepared by the Manitoba Public Library Advisory Board.

Integral to the Advisory Board's mandate, is both the dissemination and ingathering of library-related information. Since neither of these processes is mutually exclusive, they have been brought together to facilitate your participation.

In the following pages the reader will find materials presented in two sections. Section I - The Discussion Paper - raises a broad range of questions and issues regarding provincial library services, to which the Advisory Board will address itself prior to making its report and recommendations to the Minister of Culture, Heritage and Recreation. The second section provides a broad range of information pertinent to libraries generally, and public library services in the Province of Manitoba specifically.

It is intended for this publication to be widely distributed throughout the Province as a means of encouraging the widest possible, open exchange of dialogue between the Advisory Board and its constituents - the providers and users of library services in Manitoba. The Advisory Board wishes to generate reactions and would therefore, welcome briefs, information, suggestions and comments in response to this Information/Discussion Paper. All submissions should be in the hands of the Advisory Board by January 1, 1991.

To the extent that circumstances allow, the process will as well, include consultations with municipal governments, library trustees and boards, library associations and interest groups, library practitioners and the public-at-large; the latter by way of public forum opportunities.

The Manitoba Public Library Advisory Board invites your participation and assistance. Please read each Section and using the information as a basis for discussion, let the Board know your opinions, concerns, questions and/or solutions/recommendations.

Thank you.



WHY A MANITOBA LIBRARY ADVISORY BOARD?

Across Canada over the past number of years, provincial government departments responsible for library funding and services have undertaken with renewed vigor, reviews of library-related legislation, systems, infrastructures and funding formulae. They have evaluated the myriad of integrated services, such as Talking Books, Bookmobiles and interlibrary lending programs, with an eye to economies of cost and program effectiveness. They have assessed the needs of unserved populations and explored the broader and more efficient use of advanced technologies. They have consulted with other provinces, other levels of government, their library communities, the public and associated interest groups. In response to an obvious need to address the changing requirements of society generally, and particularly, the right of all citizens to free access to information and knowledge, existing legislation has been amended, or new enabling legislation enacted, funding formulae revised, or new ones introduced, and infrastructures redesigned.

In the process, the majority of provinces have either sustained their public library Advisory Boards, or enacted legislation providing for their establishment. Clearly, Library Advisory Boards have been identified as integral to ongoing provincial commitments to both library communities and provincial populations. They are viewed as a means by which provinces can tangibly respond to the challenges of a changing society and economic and technological environment, and the impact these changes will have on library resources.

PUBLIC LIBRARY ADVISORY BOARDS ARE THE LINK BETWEEN GOVERNMENT - THE LEGISLATORS AND FUNDERS, THE LIBRARY COMMUNITY - THE DEVELOPERS AND PROVIDERS OF SERVICES, AND THE PUBLIC - THE USERS AND BENEFICIARIES.

WHAT IS THE MANITOBA LIBRARY ADVISORY BOARD?

The Manitoba Public Library Advisory Board takes its authority from the Manitoba Public Libraries Act (Chapter 220), 1948, which legislation provides for the establishment, support and maintenance of municipal and public libraries in the province. Section 3, Part I of the ACT specifically provides that such a board may be appointed by order of the Lieutenant-Governor-in-Council to "advise and make recommendations to the Minister upon all matters to which the ACT refers..."

Manitoba's first Library Advisory Board was appointed under this Section in 1950, only to be later dissolved in 1969. Although legislation has remained in place throughout the intervening twenty years, no subsequent boards were appointed until June 1, 1989. On that date, the Honourable Bonnie Mitchelson, Minister responsible for Culture, Heritage and Recreation, announced the re-establishment of a Public Library Advisory Board and the appointment of six citizen members.

WHO IS THE MANITOBA LIBRARY ADVISORY BOARD?

Legislation stipulates that the Public Library Advisory Board will consist of "not more than six members, one of whom shall be appointed from among persons nominated by The Senate of The University of Manitoba." As well, the provincial government is to be represented by two ex officio members, these being "the deputy to the minister or any other person employed by the government under the minister designated for the purpose from time to time by the minister;" and "the director, Public Library Services Branch." In accordance with these stipulations, serving the first three year term on the newly-appointed board are:

Earle Ferguson:	Chair, Director of Libraries, University of Manitoba
Peggy Hood:	Advisory Board Secretary, Carberry & North Cypress Branch Library, Western Manitoba Regional Library
Lucille Labossiere:	Librarian, Somerset Public Library
Iris Loewen:	Head, South Central Regional Library
Gina McKay:	Advisor to the Indian cultural education program, West Regional Tribal Council
Joan Olund:	Teacher Librarian, Winnipeg School Division

Ex Officio:

Tom Carson:	Deputy Minister, Manitoba Culture, Heritage and Recreation and/or
Lou-Anne Buhr:	Assistant Deputy Minister - designate of Tom Carson
Jim Blanchard:	Director, Public Library Services Branch, Manitoba Culture, Heritage and Recreation

WHAT IS THE MANDATE OF THE MANITOBA LIBRARY ADVISORY BOARD?

The Manitoba Public Library Advisory Board's **LEGISLATED MANDATE** allows it to advise and recommend on matters pertaining to:

- maintenance of standards relative to establishment, organization, management and accommodation of libraries under the ACT
- the allocation of monies appropriated by legislation for purposes of the ACT, or for library services
- the administration of gifts or grants
- the making of surveys in the interest of policy
- the establishment and maintenance of, or co-operation with other organizations in establishing and maintaining classes in librarianship
- the establishment of a central library
- the operation of Open Shelf and Travelling Library services
- the promotion of the coordination and cooperation of all library services...and particularly in national library services
- certification of librarians
- the organization and procedures of the Advisory Board

MORE SPECIFICALLY, AND IN THE SHORTER TERM, THE MINISTER HAS MANDATED THE PUBLIC LIBRARY ADVISORY BOARD TO:

- **DETERMINE WAYS TO IMPROVE ACCESSIBILITY TO LIBRARY SERVICES IN AREAS NOW UNDERSERVED**
- **FIND WAYS TO IMPROVE THE WAY SERVICES ARE DELIVERED**
- **DEVELOP A MULTI-YEAR PLAN FOR IMPROVEMENT OF LIBRARY SERVICES IN MANITOBA**
- **CONDUCT A REVIEW OF THE PUBLIC LIBRARIES ACT**

DISCUSSION PAPER

HOW TO RESPOND

Briefs, comments, recommendations and information should be directed to:

The Manitoba Public Library Advisory Board
Mr. Earle Ferguson, Chair
c/o 139 Hamelin Street
Winnipeg, Manitoba R3T 4H4

Note: Deadline for submissions to be received is January 1, 1991.

Should you know of anyone in your community wishing to receive a copy of this Discussion Paper, or if additional copies are required for your association, organization or public library, please call (1) 945-6460.

Historically, Manitoba has consistently and conspicuously lagged behind the majority of its sister provinces and territories with respect to a substantial, ongoing commitment to growth, development and maintenance of library services and systems throughout the Province.

UNSERVED POPULATIONS

FACT: Manitoba ranks second only to Quebec in total numbers of population not served by any form of library service delivery program. In 1987, for example, Manitoba's total provincial population was 1,061,114 of which a full 237,710 or 22.4%, fell into the unserved category.

CHALLENGE: *To determine and recommend ways and means to develop delivery systems specifically designed to improve accessibility and expand library services throughout the Province, in order to ensure for the majority of Manitobans - regardless of where they live and work - their fundamental right to "have access to all expressions of knowledge, creativity and intellectual activity."*

- QUESTION(S):**
- A. Some 86,075 Manitobans reside in Northern communities - cities, towns, Local Government Districts and Reserves. Approximately 59.26% of the northern population, or 51,003 Manitobans are presently not being served by any form of library delivery system.
 - 1. Given the remoteness and in some cases, isolation of many of Manitoba's northern communities, how can we realistically expect to change the situation?
 - 2. Should the Public Library Services Branch, our provincial library agency, consider diverting human and financial resources from established programs and services to respond to this inequity?
 - 3. Should the Government of Manitoba provide additional funds in its annual appropriations for provincial library services, to be specifically earmarked for the development and maintenance of specially designed programs and services to respond to this inequity?
 - 4a. Should larger northern public libraries, such as are established at Flin Flon, The Pas, and Thompson, be asked to assume responsibility for services to unserved northern communities by way of administering the Books-by-Mail and/or Travelling Library programs presently provided by Public Library Services?
 - b. Do you believe this solution could more efficiently and cost-effectively respond to northern inequities?
 - c. How do you see such a transfer of responsibility funded?

B. The population of southern Manitoba is 975,039. Of these numbers, approximately 375,000 Manitobans reside in cities, towns and rural communities outside Winnipeg and about 50% of these residents, or 186,707 people are not served by any form of library delivery systems.

1. The proximity of southern communities, either to Winnipeg, or to neighboring centres with libraries, allows the south more options than those available to northerners. What do you consider these options to be?
2. Should rural libraries be doing more to promote their presence and services in order to attract unserved southern Manitobans?
3. Some rural libraries charge non-resident fees to users from outside their boundaries. An argument for charging non-resident fees is that libraries receive money from the province based on a population formula using census Canada figures, in other words, where an individual's primary residence is and who taxes are paid to. Since however, libraries ARE provincially funded, many Manitobans object to the levying of such fees. On the other hand, non-residents do not pay a municipal tax in the library district - a portion of which is directed to support of the municipality's library(ies). How do you see these opposing views resolved?
- 4a. In lieu of a non-residents fee, should the municipality in which the non-residents reside be asked to pay a per capita to the host municipality for accommodating their residents?
- b. Do you think such an arrangement would tend to encourage municipalities and/or communities to establish their own public libraries, or would such an arrangement tend instead, to mitigate against establishment by providing a less financially burdensome alternate?
5. Many library boards feel that the Books-by-Mail and Travelling Library programs offered by P.L.S. to unserved Manitobans actually impede library development by offering a free alternative to library establishment. Would you favor the abolition of these two services?

DELIVERY SYSTEMS

FACT:

- A. In the historic absence of a clearly defined and articulated provincial library policy and development plan, Manitoba's library systems and services have evolved over the years, in somewhat ad hoc fashion. Responding in large part to local rather than regional or provincial needs, this approach has tended to contribute to existing inequalities in the provision and delivery of library services in Manitoba.

CHALLENGE:

To develop and recommend a feasible and viable multi-year plan to improve library services and delivery systems in Manitoba, taking into consideration the major issues of population, and unserved population particularly, establishment barriers, growth and development, automation and available human and fiscal resources.

QUESTION(S):

The development of a multi-year plan would need to be contingent on not merely acceptance by all Manitoba municipalities, but a consensus among all Manitoba municipalities for a joint vision of regional library development in the province.

- 1a. Given the always diverse and frequently disparate needs of provincial municipalities, as reflected for example, by geographic location, population, economies, tax base, how do you suggest we can reconcile these diversities and disparities in order to achieve among all the participants, a common vision for multi-year development of library services in Manitoba?
- b. Should municipal participation in the plan be negotiated? If so, by whom? The Province? The Public Library Advisory Board?
- c. In either scenario, what do you consider would be a sound incentive/base for negotiations? e.g., capital funds, establishment funds, equitable cost sharing, resource services?
- 2a. In consideration of the fact that a multi-year plan to develop library services in Manitoba will affect all Manitobans at both the provincial and municipal tax levels, how in your view, - and in addition to this Discussion Paper and invitation to respond - can the public mood be best assessed?
- b. Should rural and northern municipalities and communities be required to determine prior to entering into discussions and/or negotiations, the needs and wishes of their residents by way of a Needs Assessment and public poll?

- c. Should these factors be the sole basis for participation in a multi-year development plan? Or, do other factors play a significant role in such a decision and if so, what are these factors?
 - d. If these other factors do play a role (c), how do you suggest local governments place in the balance the issue of identified community needs and wishes in order to respond to the community, while at the same time, responding to local government concerns (other factors)?
 - e. Do you believe the various library related associations, e.g. Manitoba Library Association, Manitoba Library Trustees Association, have an active role to play in encouraging and supporting development of a common vision among municipalities, and the people of Manitoba, in order to ensure the widest possible participation in negotiations/discussions, and therefore, a broad-based, comprehensive multi-year plan? What should this role be?
3. The formulation of a multi-year plan to enhance the development of public library services in Manitoba would likely impact on several government departments other than Culture, Heritage and Recreation (under which library services fall), e.g. Municipal Affairs, Education, Northern Affairs. How do you see these Departments, jointly or severally, participating in and/or contributing to the development process? Should they each, or together, be involved as human and/or legislative resource facilitators only? Should they be involved at some level, as co-funders? Or, could they be, potentially, both?
4. How important do you consider a multi-year plan to the development and maintenance of public library services in Manitoba? Why?

FINANCING

FACT:

- B. Global funding (provincial and municipal) of library services in Manitoba for the ten year period 1977-1987 rose from \$5,634,479 to \$17,725,235, or by approximately 214%.

However, the provincial participation share only rose from \$1,501,242 to \$2,789,185, representing a growth factor of about 85.7%. At the same time, the share of municipal support grew from \$3,904,328 to \$14,146,810 or 26.2%, just a little over five times provincial participation.

In 1987, Manitoba ranked 5th out of six western government jurisdictions (British Columbia, Alberta, Saskatchewan, the Yukon, Northwest Territories) in terms of both percentage of provincial funding and percentage of provincial budget committed to library services in the province. Manitoba ranked 12th out of 10 provinces and 2 territories with respect to per capita expenditures on library services across Canada.

CHALLENGE: *Over the ten year period 1978-1988, the proportion of the provincial budget allocated to public libraries actually decreased from .14 to .08% of the total provincial budget. Translated into a dollar figure using fiscal 1989/90 on a total provincial budget of \$4.816B, the total allocation to public libraries (including lotteries funds) was \$4.178M or approximately .06%. Essential to the provision of adequate public library services in Manitoba therefore, is the development of a five year plan to increase provincial funding.*

QUESTION(S): In their 1988 report, the Manitoba Library Development Committee recommends government undertake a five year plan to increase provincial funding to at least .1% (one-tenth of one per cent) of the Provincial budget as an essential element in the provision of adequate library service in Manitoba.

1. Do you agree this figure accurately reflects a desirable level of funding to support development and growth in the next five years? Or, do you believe this figure represents only the minimal level of funding required to support a five year development and growth plan?

Since the 1960s, the Province has provided operating grants to regional and municipal libraries on a matching grant basis. As well, and as a means of acknowledging minimum/maximum disparities within the Province in tax base sourced funds, the Province has offered incentive and equalization grants.

Generally, the formulae used work well. However, two problems do present themselves:

- (i) The Province changes the maximum per capita only every few years creating a situation in which the provincial grant provides about 50% of total funding in the year of the increase, but falls behind until the next increase. Since the increase generally comes as a surprise, library trustees are confronted by a situation for which they are unprepared. Budgets and planning have not been developed to reflect increased fiscal resources for the year, yet government policy precludes a carry-over to the next fiscal period. As a result, library trustees find it difficult to plan responsibly and to expend these increased resources appropriately.

- (ii) The incentive and equalization grants provided for by legislation are difficult to understand and in most cases, affected by factors beyond a library board's control, e.g., the value of land, population fluctuations (i.e. increases & losses). Incentive grants are designed to award municipalities for providing support greater than the average generated by the mil rate. On the other hand, equalization grants are designed to provide a compensating factor where the amount of money generated falls below the average mil rate. The Province provides the difference. Declining populations present another problem, since tax bases decline accordingly. At present there is nothing in the funding formulae to compensate for losses in population.
2. Do you have any suggestion as to how these problems can be overcome? Do you for instance, feel these formulae are valid? Or, would you like to see them changed?
 3. Should the per capita maximum be raised substantially and equalization and incentive grants be eliminated?
 4. Should equalization and incentive grants be replaced by program specific grants, e.g., children's programming, outreach programs, joint ventures with another library?
 5. Would (4) be a means of assisting boards to plan new services and innovative programs?
 6. Would (4) assist the Province, through the Department of Culture, Heritage and Recreation and Public Library Services, to direct library development and encourage cooperative ventures between systems?
 7. Should the adequacy of grants be alleviated by way of both annual allocation and annual indexing to the Consumer Price Index?
 8. To assist municipalities to plan, should the grant formulae be reviewed every four years? More often? Less Often?
 9. How should the problem of grant provision in areas of declining population be dealt with? Should a primarily per capita basis be dispensed with and other factors brought into play, e.g., circulation, acquisitions?
 10. Do you think the issue of declining populations might be addressed by basing funding on geographic area served (square miles)?
 11. Should we look at models from other provinces?

Inadequate funding is an impediment to the formation of libraries.

- 12a. Should establishment grants, presently set at \$5,000.00, 4/5 of which must be spent on books, be substantially increased to encourage municipalities to join existing library systems, or to create new municipal, or regional libraries?
- b. If yes, what do you consider would be a reasonable increase?
- c. Should establishment grants remain at their existing levels and other incentives be introduced, and what do you suggest these incentives might be?

PROVINCIAL LIBRARY SERVICES AND MANITOBA'S ABORIGINAL PEOPLES

FACT:

Of the approximately 51,003 Northern Manitobans presently unserved by public library delivery systems of any type, Aboriginal peoples - Inuit, Status and Non-Status Indians and Metis - living on Reserves or in adjacent communities accounted, in 1986, for 69.65% of the unserved figure. While a small number of Manitoba's Aboriginal population residing in southern portions of the Province may access available local community library resources on an individual basis, a comparable situation exists here as well. And, of the 186,707 Manitoba's unserved in the south, about 13.6%, or 25,389, are Native peoples living on Reserves or in adjacent communities. Other than a 1987 pilot project initiated by Public Library Services, and a second such pilot project currently being negotiated, no provincial resources have so far been allocated to addressing the issue of service to Indian Reserves and communities.

CHALLENGE:

The Public Library ACT allows for Indian Bands to enter into agreements with public library systems to provide local library services. However, because 55 of the 60 Manitoba Reserves fall under Federal Department of Indian Affairs jurisdiction and funding for contracts of this nature has historically been considered a federal jurisdictional issue, to date we have not seen the development of cooperative agreements between Indian Bands and rural or northern provincial public libraries. The challenge is to explore ways and means of responding to an identified need for library services to Native communities, the majority of which have had no access to any type of library delivery system (e.g., Books-by-Mail, Bookmobiles, Travelling Libraries), within this unusual set of circumstances.

QUESTION(S):

Although the principle of matching grants is applied to municipal and community public library operations, because Native reserves and communities have no tax-based source of funds to cost-share, other more appropriate means of providing financial assistance will need to be identified.

1. What suggestions do you have to begin to address the issue of providing library services to those segments of the population unable to depend on a tax-based source of revenue?

In Alberta, for example, legislation provides for the establishment of "community libraries" in hamlets within Improvement District (comparable to Manitoba's Local Government Districts) and where no service is provided by a library system. The Alberta Library Board is in fact, required to make recommendations to the Minister on any application requesting establishment of a community library. The Minister in turn, prescribes the boundaries for service. As well, Alberta legislation provides a "community library" board with full corporate powers and authority over library service, subject to provincial legislation; specifically authority to raise funds.

If Reserve libraries were community based, financially supported by the Band and the Public Library ACT changed to create a new category of "Community" library, the provincial government could make funds available on a matching grant basis with funds acquired by the Band from governing bodies other than those of a municipality or Local Government District.

2. Do you agree that the ACT should be changed to create this new category as a means of accommodating the establishment of public libraries on Reserves and/or adjacent communities?

In Ontario for instance, where the Council of an Indian Band....has established a public library, the Minister shall make a grant to the Indian Band...."out of legislative appropriations for library purposes as if it were a Board under this Part."

3. There are 54 Northern Affairs communities with a total population of about 10,000. In the majority of cases, the population is very small and it is not likely there would be a large enough funding base to maintain a library. However, many of these communities are adjacent to Reserves and the combined populations would make a library possible. Should amendments to the ACT include provision which would accommodate such a cooperative effort by allowing the granting of monies to Indian Band Councils and Northern Affairs communities for this purpose?
4. Manitobans unserved by local public libraries are eligible to receive Books-by-Mail and/or Travelling Libraries from Public Library Services. Other than the two pilot projects previously mentioned, persons residing on federal land - including Indian reserves - have not ever before been offered access to these services.

- a. Should Public Library Services enter into agreements with these unserved populations to provide such services directly? Or
 - b. should public libraries in closer proximity to these unserved populations (Churchill, Flin Flon, The Pas, Thompson) assume responsibility for providing access to Books-by-Mail and/or Travelling Libraries program?
5. Do you see other Departments of government, e.g., Northern Affairs, Education, contributing to these services? To what degree, e.g., human resources, financial resources, space sharing, administration?
 6. Do you have any additional suggestions as to how the Province, through its Public Library Services Branch, or through its Public Library Services Branch together with other provincial Departments, might tangibly respond to the special needs of our Aboriginal population?

PUBLIC LIBRARIES ACT

• THE LEGISLATION

FACT:

The Public Libraries Act establishes the legal framework for the organization, delivery and support of library service in Manitoba. The Act provides for the appointment of a Public Library Advisory Board, a Director of Libraries, the establishment of municipal and regional libraries, as well as library federations. The Act provides for municipal financial support, provincial operating grants and agreements between libraries and Indian Bands. In addition, the Act provides that Regulations may be made respective of library standards, financial support, establishment of a central library, services to areas without access to organized libraries and the certification of librarians.

CHALLENGE:

To determine and recommend revisions, amendments and/or new legislation which would support and enhance the immediate and long-term development and maintenance of an effective, efficient and accessible provincial public library delivery system and services for the benefit of all Manitobans.

QUESTION(S):

Despite its statutory provision for regulations, Manitoba legislation limits itself to a regulation on the allocation of grants to public libraries. In Alberta for example, "The philosophy for library legislation...is that the provincial government has a responsibility to provide guidance to library boards in the planning of service to their communities." The Boards have "control over the content of these plans and the level of service," which they believe constitutes the "comprehensive and efficient service" they are charged with providing under the Libraries Act of Alberta. Alberta then, has codified guidance to boards in terms of policies and planning required to ensure comprehensive and efficient

service and detailed reports to be filed with the Minister. It sets out specific quantitative and qualitative standards, recognizes communities differ from one another; it provides Boards with the freedom to have community-based policies and procedures which they can measure themselves. As well, Alberta Regulations provide guidance in forming library systems, stipulate steps to be taken by existing systems to bring them into line with new systems; addresses agreements and appointments and sets out specific circumstances for inspection of books, records and accounts of a board.

1. Would you like to see similar codification in Manitoba and if so, what aspects of provincial library delivery systems and services do you think should be codified?
2. Legislation in some other provinces does not provide a definition of "library," but does provide a definition of "library materials." Should Manitoba codify similarly?

Although Manitoba legislation has provided for a Public Library Advisory Board, no such entity had existed since the first - and only - Board was dissolved in 1969. In June, 1989, the Minister of Culture, Heritage and Recreation, reinstated such an Advisory Board. In Saskatchewan, the role, powers and duties of the Advisory Board have been strengthened by regulation.

1. Now that Manitoba has reinstated its Public Library Advisory Board, would you like to see changes in Manitoba's legislation which, similar to Saskatchewan, would strengthen their role, powers, mandate and duties?
2. While Manitoba and Saskatchewan legislation provides that their respective Advisory Boards MAY advise the Minister, Alberta's Act stipulates that their board SHALL advise the Minister. Should Manitoba's legislation be amended to change MAY to SHALL?
3. In Manitoba, legislation does not require the Advisory Board to make annual reports to the Minister, whereas Saskatchewan and Alberta legislation states their respective Boards SHALL make an annual report. Should Manitoba's legislation include this proviso?
4. Manitoba legislation provides for remuneration of Advisory Board members' actual travelling and out-of-pocket expenses. Saskatchewan and Alberta provide for a per diem (Saskatchewan: Chair, \$90pd, Members \$60pd; Alberta: Chair, \$186pd; Members, \$165pd) in addition to out-of-pocket expenses. Do you see the provision of a per diem as giving an Advisory Board greater credibility (if they're being paid for their work, their recommendations must be listened to.)? Would you want to see Manitoba's legislation amended to include per diems?

5. In what ways do you see legislation revised/amended, and/or new legislation introduced, which would appropriately strengthen the role, duties and mandate of the Advisory Board?
6. Do you have any further comments or suggestions as to the future make-up, role, duties and mandate of the Advisory Board?

In a 1987 document, the Manitoba Public Libraries Act: Suggestions for Revision, the author (Trudy Harder) recommends that legislation include a statement of Provincial Government policy to "validate the provincial statute and to reflect support and commitment for library services."

7. Would you like to see such a policy statement included in Manitoba's legislation?

Among other recommendations relative to Public Library services the Harder document suggests that the effectiveness of the Public Library Services Branch, as the central provincial public library agency, needs to be assured in legislation by way of (a) clearly defining its functions, including (b) a requirement to employ highly qualified and experienced staff and (c) a "requirement to make recommendations directly to the Minister for the planning, development and improvement of library services..."

8. Do you agree, and if so, how do you envision these and/or other assurances might be reflected in legislation?
9. Do you feel there needs to be any clarification in legislation, of Municipal Boards and/or Regional Boards, their power, duties, appointments etc.?

In Alberta, a new subsection has been added to legislation which provides for the determination of the numbers of residents for government purposes "where a library system does not serve a whole municipality; the number of residents in the part of the municipality that is served by the library system shall be determined by the Minister in a manner satisfactory to him."

As well, the definition of "per capita" has been revised to mean "per capita" for every resident of a municipality of the area served by a library system within the boundaries of the parties to an agreement, or of the area within the boundaries of the community library, as the case may be."

These changes (August, 1989) in Alberta, allow rural municipalities to become members of library systems, but elect to only have service provided to specific portions of that municipality. Appropriation to the library system is therefore, based on the population provided with service and provincial grants are also based on that population.

10. Do you believe it would be conducive to the development of library services in Manitoba to allow portions of municipalities, wards, etc., to join regional libraries and if so, do you agree that new legislation should be introduced, similar to Alberta, to accommodate this development?

British Columbia, Alberta and Saskatchewan legislation contain statutory declarations which ensure free admission to libraries, use and borrowing of circulating and reference books, and other printed materials; use of bookmobiles and of reference and information services by residents of the municipalities and communities in which they are provided. As well, British Columbia allows the charging of fees for "other services" a municipal public library board thinks is necessary, while Saskatchewan allows fixed fines for overdrawn books and materials and fees for non-residents. Ontario boards are allowed to impose fees for services not contained in legislation and the use of any part of a library building not used for library purposes, and to non-residents.

- 11a. Do you believe users of public libraries in Manitoba (excluding non-residents) should be charged a membership fee?
- b. Would you like to see the issue of free access included in legislation? If so,
- c. Should Manitoba legislation be as specific as the above discussed legislations?
- d. Should Manitoba, as several provinces have done, also include clear legislation respective of individuals who behave disruptively, suspension of library privileges, the imposition of fines for breach of rules; the making and imposing of rules by library boards relative to willful retention of and/or mutilation or destruction of library property?

STANDARDS

The Manitoba Statute provides the means by which local governments may fund public libraries. Unlike legislation in some other provinces however, it does not provide any guidelines for what constitutes "adequate maintenance."

The 1987 Harder document recommends that Manitoba statutes should REQUIRE that the locally-elected governing body maintain a public library adequately through permanent, stable, predictable financing.

12. Do you agree Manitoba legislation should be amended/revised to establish guidelines which would clearly define what constitutes "adequate maintenance?"

13. Alberta legislation stipulates the conditions under which "a graduate of a postgraduate library program in Canada or person with equivalent qualifications from another country" must be engaged, e.g., for a Municipal library with a population of 10,000 or more, within two years of completing and filing a plan for comprehensive and efficient service; for a library system, the board "shall employ for every 2,500 persons serviced....a graduate of a postgraduate library program..." - while a community library may "provide staff with knowledge and ability to help library users..."
14. Would you like to see similar legislation enacted in Manitoba and, if yes, what do you consider to be reasonable population guidelines?

In Saskatchewan, to be eligible for annual grants, regional and municipal libraries must participate in the Province's union catalogue, reciprocal borrowing within Saskatchewan and in the interlibrary loan system.

15. Would you like to see similar stipulations incorporated into Manitoba legislation as a means of both raising provincial library standards and ensuring provincial standards are maintained?
16. Would you like to see any other standards applied by legislation, e.g., basic square footage required for establishment of various categories of libraries, minimum number of acquisitions, minimum required services etc.?
17. Would you like to see a mandatory community needs assessment incorporated as part of a legislated/regulatory establishment process?
18. Do you have any other suggestions for amendments/revisions to the Manitoba Act, or new legislation, which would promote, support and enhance development, efficient and effective maintenance, standards, access and cooperation etc.?

NETWORKING

FACT:

In June, 1989, the Manitoba Libraries Resource Sharing Group released their final report in which they stated:

"It has become clear to (the Group) that some citizens, especially those in small urban and rural areas, are being penalized because of the uneven development of libraries across the Province."

They further recognized that such uneven development has many causes, that much informal resource sharing already exists and improvements must be based on this present

strength, and that some of the work related to resource sharing and network building must be formalized. Among their recommendations to the Minister of Culture, Heritage and Recreation, were the following:

- plan for, promote and support the automation of all Manitoba public libraries in order to increase their effectiveness
- through automation begin the process to make the collections of Public Library Services and the public libraries outside Winnipeg more accessible to all citizens of the province
- automate the Legislative Library to make its holdings more accessible to all Manitobans and to improve its service delivery
- take the lead in the creation and maintenance of the Manitoba Union List of Serials (MULS) which will make interlibrary lending more effective and efficient.

(Networking is defined, minimally, as an online public access catalogue (OPAC) with the capability of off-site access using a computer, a modem and a phone line.)

The Resource Sharing Group additionally recommended to all Ministers, but particularly the Ministers of Education and Health, to plan for, promote and support automation of collections held by community colleges, schools and universities, health institutions, and generally all government-held libraries.

CHALLENGE:

To ensure all Manitoba Libraries, during the 1990s, acquire online public access catalogues and that their OPACS should be connected via telecommunication networks, permitting remote access using a computer.

QUESTION(S):

19. Do you support the stated objectives as envisioned by the Resource Planning Group?
20. How are you prepared to support and work towards these objectives?
21. Do you have any suggestions as to how automation resource sharing might be put into place and financed?

GENERAL

22. Do you have any concerns, comments, ideas, recommendations or information with regard to provincial public library services and delivery systems which have not been addressed or discussed in this document? If so, please convey these to us.

DISCUSSION PAPER ISSUE RATING CHECKLIST

This section of the Discussion Paper has been designed to provide the Advisory Board with information as to how you view the relative importance of the various issues raised. Questions have been extrapolated from the Paper and briefly stated. Five categories of importance have been established and a key to these categories provided to facilitate completion. In all cases, we encourage reference to the Discussion Paper as you proceed through the checklist. Please return these pages either with your submission, or on the basis of their own merit. Should you wish to indicate the level of importance you would apply to issues addressed in your submission, but not appearing on these pages, we would welcome such comments as part of your response(s).

- KEY:**
- | | | |
|------------|---|--------------------------|
| <u>EI</u> | - | Exceptionally Important |
| <u>VI</u> | - | Very Important |
| <u>I</u> | - | Important |
| <u>NAI</u> | - | Not as Important |
| <u>NI</u> | - | Not Important (can wait) |

HOW IMPORTANT IS/ARE:	EI	VI	I	NAI	NI
Development of services to remote, isolated and other unserved northern communities?	—	—	—	—	—
Additional provincial funds specifically earmarked for this purpose?	—	—	—	—	—
Diversion of PLS human and financial resources from existing programs to respond to inequities?	—	—	—	—	—
Larger northern libraries asked to assume responsibilities for books-by-mail and/or travelling library programs?	—	—	—	—	—
Promotion of presence and services by rural libraries?	—	—	—	—	—
The levying of non-resident fees by rural libraries?	—	—	—	—	—
The levying of a fee for service on those using books-by-mail or travelling libraries?	—	—	—	—	—
A common vision among all municipalities for a multi-year development plan?	—	—	—	—	—
As taxpayers, a say by all Manitobans in determining the validity of a multi-year plan?	—	—	—	—	—
Needs assessments by rural and northern municipalities prior to entering into a multi-year plan?	—	—	—	—	—

HOW IMPORTANT IS/ARE:	EI	VI	I	NAI	NI
The results of these assessments in terms of municipal participation?	—	—	—	—	—
The participation of various library-related associations in the development of a common vision?	—	—	—	—	—
Where appropriate, the involvement of other government departments?	—	—	—	—	—
A multi-year plan for the development and maintenance of public library services in Manitoba?	—	—	—	—	—
Increased provincial funding to the development of library services?	—	—	—	—	—
The continuation of incentive grants?	—	—	—	—	—
The continuation of equalization grants?	—	—	—	—	—
Revisions to funding formulae in response to various funding issues raised?	—	—	—	—	—
Increases in establishment grants?	—	—	—	—	—
Identifying means to serve isolated, remote, and Aboriginal communities and Indian Reserves?	—	—	—	—	—
Revision to existing legislation?	—	—	—	—	—

HOW IMPORTANT IS/ARE:

EI

VI

I

NAI

NI

Incorporation of a Provincial Government statement of policy relative to support of, and commitment to library services?

—

—

—

—

—

Incorporation of a more clearly defined role and function for Public Library Services?

—

—

—

—

—

Legislation similar to Alberta's (P.11) regarding formation of library systems?

—

—

—

—

—

Revising "MAY" to "SHALL" relative to Advisory Board advising the Minister?

—

—

—

—

—

Requiring the Advisory Board to make an annual report to the Minister?

—

—

—

—

—

Codifying guidance to library boards (P.9)?

—

—

—

—

—

Including in legislation reference to free access to libraries and library services?

—

—

—

—

—

Revising legislation to define provisions of "adequate maintenance" by local governments (P.12)?

—

—

—

—

—

Including various library standards in legislation?

—

—

—

—

—

The issue of automation?

—

—

—

—

—

The incorporation into legislation of needs assessments as a required part of the establishment process?

—

—

—

—

—

APPENDICES

LIBRARIES - A HISTORIC OVERVIEW

Libraries are in fact, a public information system reaching into virtually every aspect of our daily personal and working lives. Libraries, or related book distribution/circulation programs, exist in cities, towns, rural areas and provincial regions from coast to coast. Collections are held by governments, schools, colleges and universities; by private citizens, corporations and industry; by heritage and archival institutions and research institutions in all medical, scientific and technological disciplines. And, through a trans-Canada network of interlibrary loan systems (ILL), having as its primary source the National Library of Canada and the Canadian Institute for Scientific & Technical Information, libraries further facilitate our ability to access even larger pools of information and knowledge. Libraries have been referred to as "a symbol of civilization." Because they are "a repository of the human record, a staple source of recreation (and) an information bank for science, culture and politics," (Why Public Libraries? Malcolm Getz) libraries enrich our lives and communities.

While the English word for library has a long history - appearing in a Chaucer prose translation about 1374 - and the use of the word to describe a building, room or set of rooms in which a collection of books is contained goes back to the 15th century, libraries have existed for almost as long as records have been kept. Well-stocked libraries - or archives rooms - have been found filled with as many as 25,000 clay tablets dating to the 3rd millenium B.C. in Babylonia, and the 2nd millenium B.C. in Assyria. The great library at Alexandria, dating from 200 B.C., is said to have held 700,000 papyrus scrolls.

The concept of a public library had its origin with Julius Caesar. Although he died before his plans came to fruition, a public library was built within five years of his death by the literary patron Asinius Pallio. Libraries were also established by many of the later emperors. The Bibliotheca Ulpia for instance, was established by Trajan in about A.D. 100 and continued until the 5th century. There was a library tradition at this time as well, in the Byzantium and Islam worlds. And, from the 9th century, richly equipped libraries existed throughout the Islamic world as well as in Spain, where there was an elaborate system of public libraries.

During the Middle Ages, as monastic communities were established, libraries were a common feature. Many became famous for the production of manuscript copies which were lent to other monasteries and even to the secular public against security, somewhat like our present public library systems. The personal libraries of the Medicis in Italy and similarly wealthy arts patrons in Spain and Hungary, became the basis for public libraries during the Renaissance.

Development of parish, town and subscription libraries and most notably Europe's great national collections, occurred in the 17th and 18th centuries. By the middle of the 19th century, libraries in a modern society were recognized as potential "Instruments of study and research available to all..." and the idea that libraries "might be provided by local authorities" accepted.

Although large town libraries elsewhere in Europe were, by tradition, considered to belong to the people, in Great Britain it took an Act of Parliament in 1850 to enable "local councils to levy a rate for the provision of free library facilities."

With the coming of the 20th century, new, broader dimensions were added to library services. From their modest beginnings in the mid-19th century - and no longer perceived to be the purview of the elite, wealthy and literate few - public libraries were now recognized as invaluable community assets. Indeed, public libraries serve a unique, continually evolving and expanding function in an information and technology-driven society. Through both their collections and wide variety of programs and services, public libraries are no longer limited to providing access to obscure works, or responding to a growing dependency on specialization.

Today, public libraries PROMOTE the reading of literature by all age groups, act as information and reference centres, assist in research and make available all manner of foreign language materials. Libraries offer lending services for periodicals, newspapers, films, records, tapes and compact discs; they develop creative incentive programming directed to the very young, to young parents and to the elderly. Libraries provide equally as specialized services such as Talking Books and Large Print Books for example, to assist the sight-impaired members of our communities to pursue their interests in literature and learning. They sponsor lectures and provide space for meetings, recitals and exhibitions of art. Libraries have come to play an increasingly indispensable role in community life.

As society continues to place greater emphasis on their qualitative expectations of our educational systems, as science explores and conquers new frontiers, as our rapidly growing body of knowledge continues to expand and new technologies continue to impact on our lives, our environment and our industries, and as populations have at their disposal increased leisure time, the demands on present resources for free access to information, knowledge and specialized services will increase accordingly. Already faced with the formidable task of sustaining existing institutions, programs and services, while at the same time responding to these growing demands in light of both inflationary realities and limitations placed on public spending, libraries will need to develop new attitudes and new ways and means to most effectively, creatively and viably meet the challenge.

WHAT IS PUBLIC LIBRARY SERVICES?

Public Library Services (PLS) derives its authority from The Public Libraries ACT (R.S.M. 1987, c.P220) and is the provincial central library agency mandated to ensure and oversee the development of a system of public libraries for Manitoba in accordance with the Public Libraries ACT and its Regulation(s), and the policy of the Department of Culture, Heritage and Recreation.

All of Canada's provinces and territories have established a central agency in order to provide support to libraries. Public Library Services provides three types of strategic support services:

FINANCIAL SUPPORT - the Branch administers Manitoba's grants programs for municipal libraries according to the funding formulae contained in the Regulation(s) to The Public Libraries ACT, and in the case of Winnipeg Public Library, as a result of negotiations. The grants programs respond to 38 public library systems representing 117 municipalities, to three related library associations and to the Canadian Children's Book Centre.

CENTRAL RESOURCE LIBRARY - as a resource for both established libraries and communities interested in establishing library service, PLS provides continuing education opportunities for library trustees and staff at workshops and seminars across the province. It provides expert advice and consultative support to trustees and staff at workshops and seminars across the province. It provides expert advice and consultative support to trustees and staff at existing libraries on request and through regular field visits, as well as to those interested in establishing. Through its quarterly Newsletter, regular updating of the Directory of Libraries in Manitoba and annual publication of Manitoba Public Library Statistics, PLS reports on library developments at the local, regional and national level.

PLS assists in the development of library services for rural and northern Manitobans by ensuring access to library material through cataloguing and resource sharing. Responding to requests from 30 rural library systems, it offers machine readable cataloguing records and card sets, identifies and locates library materials for interlibrary loan requests, maintains a Union Card Catalogue of library material in rural Manitoba libraries and generally ensures rural public libraries are able to participate in interprovincial resources sharing networks.

LENDING LIBRARY - acting as the public library for the approximately 200,000 Manitobans without established municipal libraries to access, PLS

endeavours to ensure equity access to services by offering Books-by-Mail, which currently has 5,000 registered readers, and Travelling Library services to 34 Manitoba communities.

Between 1980 and 1988, PLS added a number of new services for established public libraries, including a central French Language collection of books and videotapes; video tapes and 16mm film in English, Talking Books and Large Print books for the sight-impaired, and books in languages other than English and French.

Over the past 8 years as well, PLS has offered twice yearly conferences and many regional workshops at which 100% of the library systems outside Winnipeg have normally been represented. Every two years, PLS participates in a special conference for northern librarians and trustees who often are not able to participate in events in the south.

A STATISTICAL OVERVIEW (1988-89)

- Circulated 6,000 large print books among 28 rural public library systems
- Circulated 5,000 books in languages other than English & French among 24 library systems
- Circulated 1,500 French language books among 14 rural public library systems
- Circulated 45 deposit collections of 500 books (travelling libraries) to 25 communities for loan periods of three months
- Circulated 6,500 talking books among 30 rural public library systems
- Circulated 2,000 16mm films among 30 rural public libraries
- Circulated 220 video collections of 25 titles among 30 rural public libraries
- Circulated 85,000 books-by-mail to 5,000 registered "open shelf" readers

CHRONOLOGY OF MANITOBA LIBRARY HISTORY

- 1846 The 6th Regiment of Foot Guards adds book purchases from Great Britain to the book resources of the Red and Assiniboine settlements, making possible two community libraries
- 1885 Legislative Library established by statutory authority
- 1893 Amendments to The Municipal Act permit establishment of a municipal public library
- 1895 Establishment of the Winnipeg Public Library
- 1899 Free Libraries ACT passed
- 1902 Public Libraries ACT is amended, removing sample forms and changing name
- 1905 The Winnipeg Public Library begins service in Carnegie Library Building
- 1906 Carnegie provides a library building in Selkirk
- 1911 Gimli Icelandic Library Association is founded (Lestrarfjelagid Gimli)
- 1913 Public Libraries ACT amended to include definitions
- 1915 The St. John's and Cornish Branches are opened in Carnegie Buildings
- 1918 Travelling Library services are initiated by the Department of Agriculture
- 1920 The Department of Education Library is located in the new Legislative Building
- 1921 The Public Libraries ACT is amended to broaden the powers of boards and introduce a development role
- 1922 The Jewish Public Library is founded
- 1923 The Travelling Library services is transferred to the Department of Education
- 1924 Souris Library established
- 1925 The Government of Manitoba appoints a 3 member Library Commission and the ACT is amended to allow 2 municipalities to cooperate
- 1929 The Flin Flon Association Library is established
- 1933 The Ridington Report on Libraries in Canada points up inadequacies of libraries in Manitoba

CHRONOLOGY OF MANITOBA LIBRARY HISTORY - Continued

- 1936** Manitoba Library Association (MLA) is formed
- 1937** The Neepawa Association Library is established
- 1939** Public Libraries ACT virtually repealed; establishment provided under Section 423 of the Municipal Act
- 1946** Brandon War Memorial Library is established
- 1948** The Public Libraries ACT is passed providing for municipal and public libraries, a Public Library Advisory Board and a Director of Libraries; the Dauphin Public Library is established
- 1949** Operating and establishment grants are provided to the three established libraries and the Wheat Pool Travelling Library and Open Shelf facilities are turned over to the Department of Education, Public Library Service Branch, for administration and possible development
- 1950** Public Library Advisory Board appointed
- 1951** Name of agency changed to Manitoba Library Service
- 1951** A Director of Libraries is appointed (Mr. G. C. Noble); the Manitoba Library Development Committee is formed and the St. Boniface, Winnipegosis Canadian Legion Association libraries are established
- 1953** St. Vital Public Library established
- 1954** St. James Public Library established
- 1955** Fort Garry Public Library established, the University of Manitoba takes over the Open-Shelf and Travelling Library services, the first conference of the Manitoba Library Association is held in Brandon and the Director of Libraries has his report published
- 1958** The Flin Flon, Glenwood and Souris Regional, Russell and District and Transcona Public Libraries are established
- 1959** The Boissevain and Morton Regional, Lakeland Regional (Killarney) and Virden-Elkhorn Regional Libraries are established
- 1960** Public Libraries ACT is amended to permit a municipality to join an established regional library
- 1961** The Public Libraries ACT is amended to allow municipalities to incur debt towards capita cost of a library; the Ste. Rose and Jolys Regional Libraries are established

CHRONOLOGY OF MANITOBA LIBRARY HISTORY - Continued

- 1963 The Public Libraries ACT is amended to allow the merger of regional libraries and the merger of municipal and regional libraries; the Village of Binscarth joins Russell and District Regional Library and a Library assistance course is initiated by the Manitoba Institute of Technology
- 1964 Village of Glenboro joins Lakeland Regional Library
- 1965 The Public Libraries ACT is amended to add ministerial approval to the establishment process; Evergreen Regional (Gimli), Pinawa Public, Morden-Winkler Regional Libraries are established and the Village of Pilot Mound joins the Lakeland Regional Library
- 1966 The Public Libraries ACT is amended to include federation and the North-West Regional (Swan River) Library is established
- 1967 South Interlake Regional, The Pas Public and Thompson Public Libraries are established and Carberry and North Cypress join Brandon to form the Western Manitoba Regional
- 1968 Neepawa joins Western Manitoba Regional Library
- 1969 The Public Library Advisory Board is dissolved and Boyne Regional (Carman) and Portage la Prairie City Libraries are established
- 1971 Provincial survey of libraries and information sources is started and the Manitoba Association of Library Technicians and Manitoba Library Trustees Association separates from the Manitoba Library Association
- 1972 The Park Report is released
- 1973 Steinbach Public and Rosburn Regional Libraries are established and the Hanlon Report is released
- 1974 The University of Manitoba returns the Extension Library to the Province; Public Library Services Branch is created as the provincial agency. The Newsome Report is released
- 1975 Churchill Public Leaf Rapids Public, Prairie Crocus Regional and Rapid City Regional are established. The Manitoba Library Association conducts its Libraries in Crisis campaign
- 1976 Parkland Regional, Gillam Public, Minnedosa Regional, Reston and District Regional, and Selkirk Community Libraries are established and the R.M. of Stanley joins Morden-Winkler, forming South Central Regional
- 1977 Village of Napinka joins Southwestern Regional and Town of Ochre River joins Parkland Regional

CHRONOLOGY OF MANITOBA LIBRARY HISTORY - Continued

- 1978 R.M. of Edward joins the Southwestern Regional and the Steen proposal for development of library services is released
- 1979 First lotteries funding for public libraries - \$250,000 - in capita funds for rural libraries, and the amalgamation of all library systems within Unicity Winnipeg under the direct control of Winnipeg City Council
- 1980 Lac du Bonnet Regional Library established
- 1981 Brokenhead River Regional (Beausejour) Library established; Snow Lake Community Library established
- 1982 R.M. of Argyle Library established and R.M. of Silver Creek joins Russell and R.M. of Langford joins Western Manitoba Regional
- 1983 L.G.D. of Alexander joins Lac du Bonnet Regional, R.M. of South Cypress joins Western Manitoba Regional and the R.M.s of Clanwilliam, Dauphin, Hamiota, and the Village of Erickson join Parkland Regional Library
- 1984 Public Library Services starts using ENVOY terminal for DOBIS source search for Interlibrary Loans. Westbourne and Gladstone join Parkland Regional, Cornwallis joins Western Manitoba Regional and Victoria joins with Portage la Prairie to form Portage Plains Regional Library
- 1986 R.M. of Shoal Lake joins Parkland Regional
- 1987 Village of Shoal Lake joins Parkland Regional
- 1988 The Library Development Committee, a joint committee of the Manitoba Library Association and the Manitoba Library Trustees Association issues its final report and recommendations. The most important recommendation is that the Public Library Advisory Board be re-appointed. Bibliotheque Somerset, Bibliotheque Pere Champagne are established; the town of Altona joins South Central Regional and the R.M. of Siglunes joins the Parkland Regional
- 1989 The Public Library Advisory Board is appointed on June 1. R.M. of McCreary opens a branch library in Parkland Regional (previously it used bookmobile services)

LIBRARY ASSOCIATIONS IN MANITOBA

MANITOBA LIBRARY ASSOCIATION (MLA)

The Manitoba Library Association (MLA) was founded in 1936. Its Goals and Objectives are:

- To promote the public awareness of library services and library issues in Manitoba;
- To offer opportunities for library-related continuing education;
- To promote and foster ties among the individuals, groups and institutions in the Manitoba library community;
- To work toward the continued development of comprehensive and accessible library services throughout Manitoba.

During the 1930s and 1940s, the MLA established a Rural Libraries Committee and give advice to library staff, as well as acted as purchasing agent. In the 1940s, the Association lobbied to have the government enact legislation and in 1946, submitted a report to the Royal Commission on Adult Education. The MLA pressured the government in the 1950s to hire a director of libraries. Throughout its history the MLA has lobbied for changes in provincial funding formulae. The Library Development Committee, which issued its final report in 1988, was a joint committee of the Manitoba Library Association and the Manitoba Library Trustees Association.

MANITOBA LIBRARY TRUSTEES ASSOCIATION (MLTA)

The objectives of the MLTA are:

- To promote and foster the development of libraries in Manitoba;
- To promote changes in legislation beneficial to libraries in Manitoba;
- To provide for the exchange of ideas and experiences amongst members and interested groups by way of conferences and library publications;
- To promote a better understanding of the duties and responsibilities of Library Trustees.

Generally, the MLTA works to assist local Library Boards by discussing special concerns. In 1990 the Association produced a Handbook for the library trustees.

**MANITOBA ASSOCIATION
OF LIBRARY**

TECHNICIANS (MALT) The purpose of MALT is:

- The improvement of education and advancement of general welfare through interpretation and use of libraries;
- The development and advancement of semi-professional library staff (library technicians);
- To function as a clearing house for information;
- To provide a clear definition of the role and duties of the Library Technician and to make this definition known;
- To advance the status of Library Technicians as a necessary and valuable member of library support staff and to promote a wide understanding of this status;
- To promote effective communication among Library Technicians, their employers and other closely related fields.

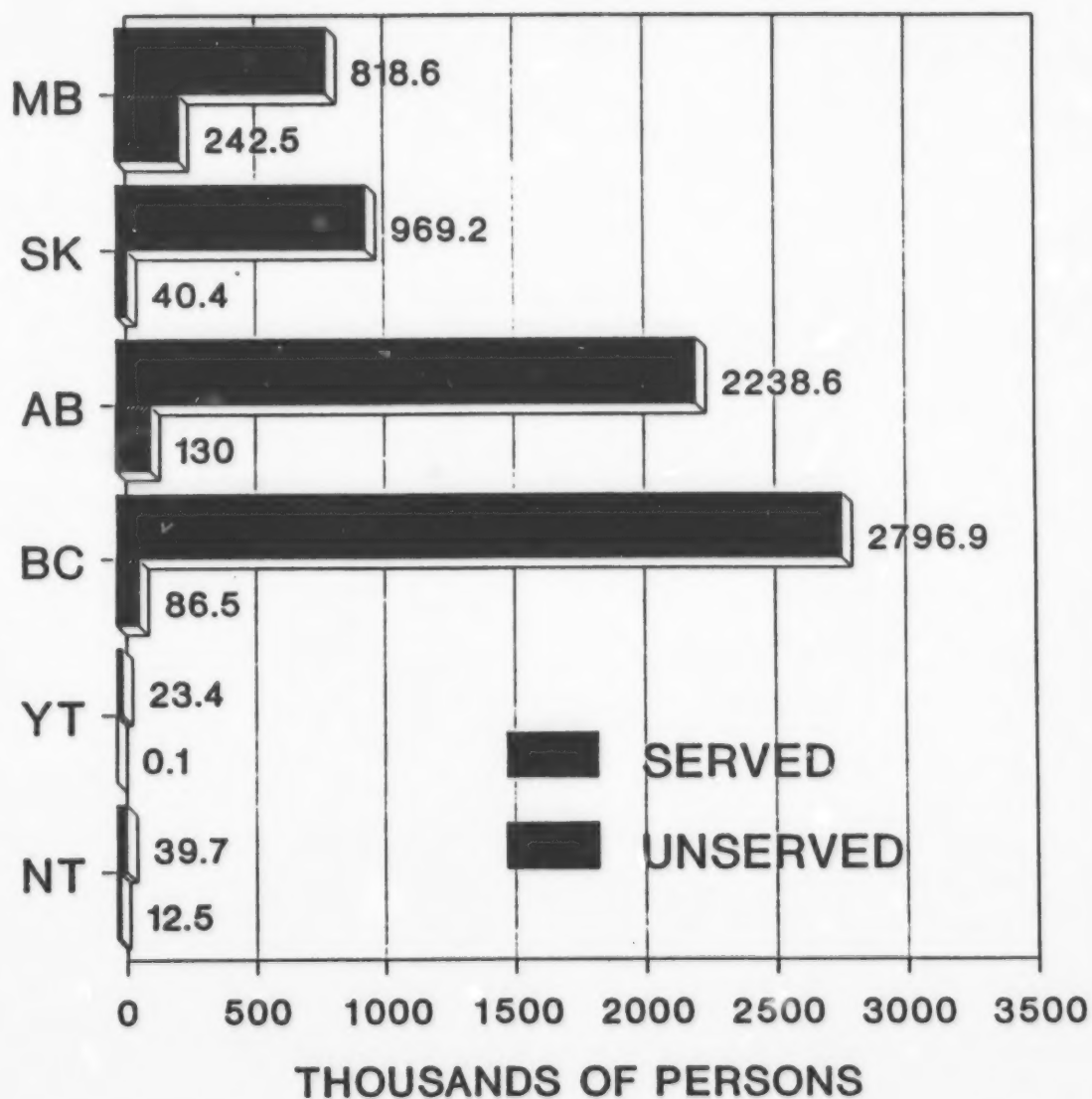
**MANITOBA SCHOOL
LIBRARY AUDIO/VISUAL**

ASSOCIATION (MSLAVA) The objectives of MSLAVA are:

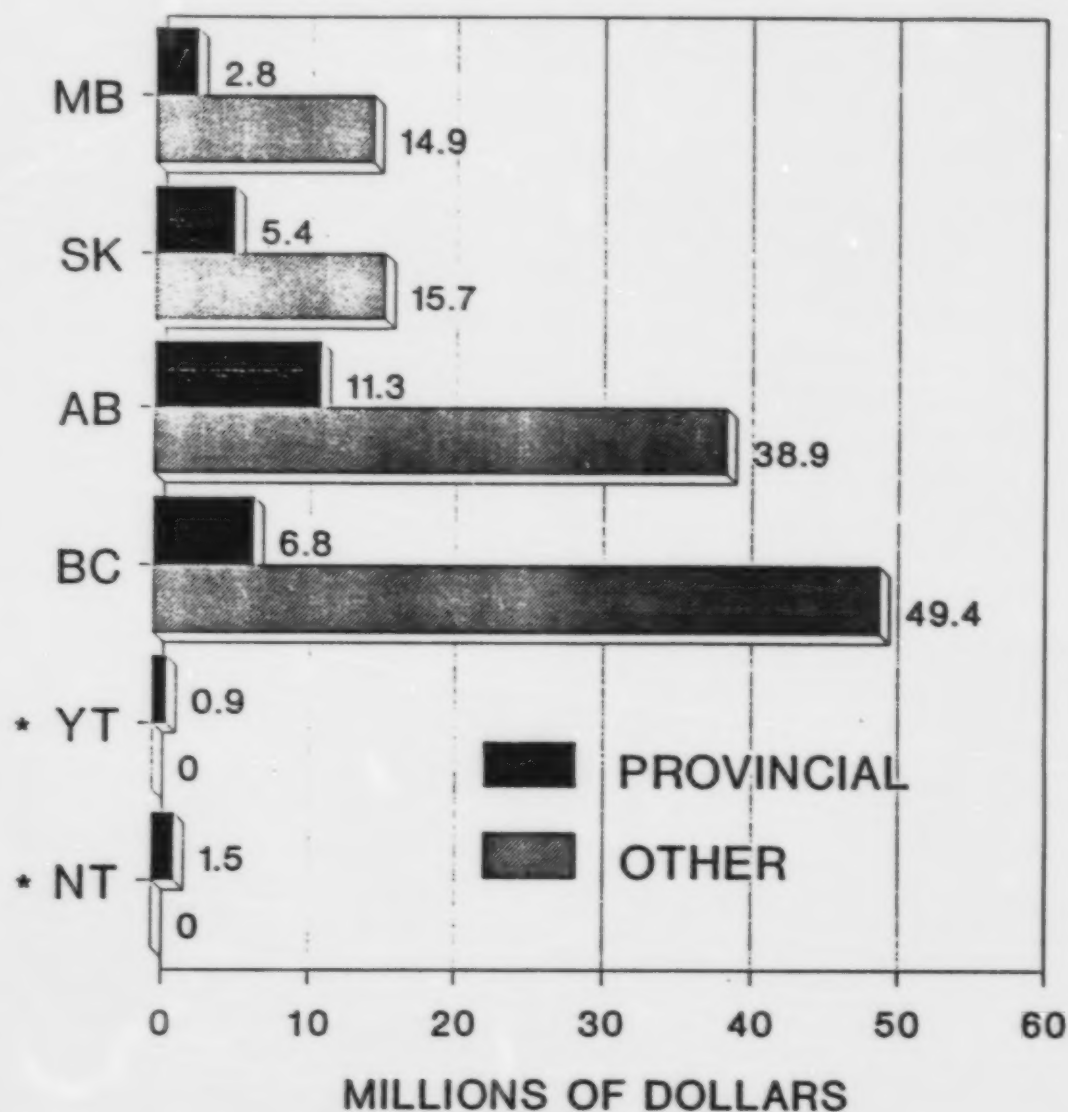
- To promote high standards of educational programs and utilize all media;
- To encourage improvements in the qualifications of personnel in the library and audio/visual field;
- To improve working conditions in school libraries and media centres;
- To liaise between schools and other organizations interested in library media and services;
- To encourage the creation and production of instructional materials and equipment;
- To monitor and assist in the testing and evaluation of instructional materials and equipment;
- To publicize changes in educational technology;
- To develop and disseminate standards and guidelines for media services and to educate.

MSLAVA is involved as well, in the study of educational media and library communications services in Manitoba. The Association makes recommendations relative to human resources, provision of services, central collections budgeting and facilities, at the division and district level.

LIBRARY ACCESSIBILITY WESTERN PROVINCES & TERRITORIES 1987



LIBRARY FUNDING BY SOURCE WESTERN PROVINCES & TERRITORIES 1987



* NO MUNICIPAL CONTRIBUTION

A COMPARISON OF PROVINCIAL FUNDING LEGISLATION
PREPARED FOR THE MANITOBA PUBLIC LIBRARY ADVISORY BOARD
February 9, 1990

- 37 -

MANITOBA	ALBERTA	ONTARIO	NOVA SCOTIA	SASKATCHEWAN
The Public Libraries Act (P220), allows for establishment and operations grants under Regulation 279/87 (amended October 3, 1988). <u>ESTABLISHING GRANTS</u>, under Section 7 of the Public Libraries Act, may be paid in the amount of \$5,000 in respect of any municipality establishing library service pursuant to a by-law passed under Section 9, Section 22 or Subsection 29(4) of the ACT. Eligibility following the passing of a by-law, falls from and after April 1 next following the date on which the by-law is passed. The municipality must provide the Minister with a duly authorized by-law, or by-laws, following third	Regulation 106-87 now allows the Minister to pay grants which are less than those of the previous year. This is in response to a first-time decrease in municipal grants given, since the inception of Alberta's library grants in 1911. Applications to the Minister must be submitted one year in advance and include the purpose for which the grant is to be used, a detailed budget of the applicant's proposed use of the grant (Regulation 105-84). The grant may be paid in lump sum or installments. If the entire grant is not used, the unused portion must be returned to the Provincial Treasurer. A report is required from the	The Minister, by statute, may make a grant to a board and to a municipality, local service board, Indian band or improvement district that has contracted for library services. It provides as well, that grants may be withheld in total, or in part, if the recipient board fails to comply with the ACT or regulations. Regulations pertaining to grants have been revoked. Instead sums granted are released in a Ministerial statement. <u>OPERATING GRANTS</u>. Public library boards are guaranteed a 4% yearly increase. In 1987, each household in southern Ontario generated \$6.40 in library dollars, and	<u>OPERATING GRANTS</u> - the cities, towns and municipalities served by a regional library shall pay to the regional library board serving the area a total payment calculated at the library tax rate per 100 of uniform assessment, or the amount paid in 1986, whichever is greater. The Minister shall pay to each regional library board an operating grant sufficient to make up the difference between the amount received from cities, towns or municipalities being served by the regional library board, and the approved operating funding level.	Statute law provides that the Minister may "make grants to any person, agency, organization, association, institution, board or public library within or outside Saskatchewan for the purpose of assisting in the establishment of any public library and contributing towards the maintenance of any public library. Saskatchewan now uses, as a base for grants "population density" (total population as determined by the most recent edition of the Saskatchewan Municipal Directory), of a municipality divided by geographic area of the municipality (population divided by the geographic area), "service support," (municipal expenditure of a

MANITOBA

reading, a list of present board members and their addresses and in the case of a regional library, a certified copy of an agreement made pursuant to Section 23 or Subsection 29(4) of the ACT.

Each library to which a grant is designated as an establishment grant must expend at least four-fifths of the amount of that grant in the purchase of books.

OPERATING GRANTS (Annual) are extended when the library elects to request a grant under this section by completing an application in a form approved by the Minister, submitting an approved budget for the operations of all libraries on or before July 1 in the year in which it is seeking a grant, and submitting an

ALBERTA

recipient within one year of receipt of the grant and the Minister has the right to examine the books or records pertaining to the accounting for the way in which the grant was spent in whole, or in part, (Regulation 105-84).

The Minister may make grants to library Boards and/or organizations and individuals for a number of special activities: the promotion of reading and library services on a province-wide basis...for activities with respect to considering the feasibility of establishing, or expanding systems (and) for research and development of programs dealing with public library services.

OPERATING GRANTS may be made to community boards (that had an expenditure in the previous year), municipal boards and library system

ONTARIO

northern libraries \$7.04 per household, County libraries also received \$7.04 per household plus a basic \$25,000.

As there are no taxation figures upon which to base household figures for Indian bands, they are awarded \$2.53 per capita in the south and 2.78 per capita in the north.

The Ontario Library Service Boards, must submit a budget and negotiate with the provincial government.

NOVA SCOTIA

Notwithstanding these provisions, the operating grant paid by the Minister shall not be less than the amount paid in 1986.

Grants shall be paid in quarterly instalments, one instalment in the first month of each quarter.

BRANCH MAINTENANCE GRANTS

A. Each city, town or municipality in which a branch library facility for a regional library board is located shall submit, no later than March 1st of each year, a statement on a form provided by the Minister, detailing the expenditures for maintaining the branch library facility for the previous calendar year.

The Minister shall upon receipt of the statement

SASKATCHEWAN

municipal library as determined by the Saskatchewan Assessment Authority) and "service points." (the total numbers of points calculated)...for the provision of library services reported in the previous year's annual report by the municipal library and divided by the total population of the municipality. e.g. branch library = 1 pt., bookmobile = 1 pt. The equalization factor emerges as the average of the ratio of the 3 qualifying components for the municipal or regional library, to the provincial average for the particular component.

ANNUAL GRANTS to which a municipal (located in a city) or regional library is entitled become "a base grant equal to the annual grant paid in the previous fiscal year plus the product of the average per capita increase (approved by the Legislative Assembly), the equalization factor and the

MANITOBA

ALBERTA

ONTARIO

NOVA SCOTIA

SASKATCHEWAN

audited financial statement of actual library revenues and expenditures for the previous year.

The amount of the grant payable shall be calculated individually for each municipality in the municipal or regional library on the basis of:

a.) a basic grant equal to the revenue being raised for library purposes in the current year by the municipality, to a maximum of \$4.25 per capita based on the population of that municipality.

b.) in a municipality where a levy of 1.35 mills against the equalized assessment generates less than \$4.25 per capita, an equalization grant in an amount equal to the difference between the amount generated by 1.35 mills against the equalized assessment and the amount generated by multiplying \$4.25 and the population of the municipality.

boards. The Minister may make a grant to a municipal board in an amount equal to the greater of (a) \$1694 and (b) an amount not to exceed \$4.04 per capita calculated in the ratio of 3.15:2 times the appropriation, if the appropriation is at least \$2.00 per capita.

LIBRARY SERVICES GRANTS may be made to a community, or municipal board, which has an agreement for service with improvement districts, summer villages, or special areas, and from whom they receive financial assistance. These grants may be up to 1.5 times the amount received from the contracting members in the previous year. Library system boards which have contracted for library services are also eligible.

ESTABLISHMENT GRANTS of \$10.27 per capita are made to library systems boards only for establishment of system expansion (Calgary and Edmonton are not eligible). Establishment grants are not made where two or more systems merge.

of expenses, pay a grant to each city, town or municipality in an amount calculated as:

i.) the product of the number of square feet of library space approved by the Minister multiplied by the amount determined by the Minister annually and

ii.) the product of the population of the city, town, or municipality multiplied by an amount determined by the Minister annually.

The total grant shall not be less than the grant paid in 1986, except in those cases in which the number of square feet has decreased since 1986, but shall not be more than the actual expenditure for the calendar year for which the grant is paid.

CONSTRUCTION OR EXPANSION grants may be requested by submitting to the Library Council by the 5th day of

pertinent population.

Regulations also provide for adjustments to the annual base grant given to a regional library in the event a municipality withdraws, or if previously withdrawn, rejoins. The adjustment is made in the 3rd year following the withdrawal or rejoining (2 years notice must be given) taking into account changes in population and the per capita rate.

Eligibility for grants requires regional libraries and municipal (cities) libraries must participate in the province's union catalogue, reciprocal borrowing within Saskatchewan and in the interlibrary loan system.

Municipalities which fall within the boundaries of any library region are not entitled to annual grants if they are established on their own.

Northern Consideration - a public library board which lies north of the boundary of any library region is entitled to

MANITOBA

ALBERTA

ONTARIO

NOVA SCOTIA

SASKATCHEWAN

c.) in a municipality where the revenue raised by the municipality for library purposes in the current year exceeds 1.35 mills against the equalized assessment, an incentive grant to match the difference between the amount of revenue raised and the amount generated by 1.35 mills against the equalized assessment, up to a maximum of \$1.00 per capita.

(Note: as at 1987 the government cannot afford the grants and they have been put on hold.)

NETWORK DEVELOPMENT GRANTS
- first awarded in 1986 to assist in development of resource sharing and development of bibliographic networks throughout the Province. \$100,000 maximum.

Any adjustments to grants under these subsections will be made upon receipt of audited financial statements of the actual operating expenditures and the actual revenues raised by the municipality covering the year for which the grant was made. The adjustments will be included with the grant to be made for the next fiscal year. Subject to these sections, the government will pay the grant amount to the library within 50 days of receipt of the documents.

August of any year for approval by the Minister for a branch maintenance grant to be paid commencing in the year in which the new or expanded facilities are opened.

a grant of \$1.00 for each dollar spent in the previous year on library materials and supplies, book binding and the librarians' salaries to a \$15,000 maximum.

CAPITAL AND OTHER GRANTS

Capital grants may be paid to municipalities (cities), regional, or northern library boards to cover 50% of the cost of the construction, or renovation of bookmobiles, headquarters (or central library), or branch libraries, or the cost of furniture and equipment to an \$11,000 maximum in any one fiscal year.

Each regional Board wishing to apply for a capital grant must do so no later than the 15th of August of any year and must submit to the Library Council a request showing:

Public Awareness - grants to assist in promotion of public awareness of libraries may also be given to any of the above libraries to a \$1,000 maximum per fiscal year.

a.) the extent to which it is necessary to erect, acquire, purchase, alter, add to, improve, relocate, furnish or equip buildings for branch library purposes.

b.) the preliminary cost estimate for the work.

c.) a statement of commitment from the supporting municipalities to pay their share of capital and operating costs.

d.) a statement of projected operating costs for the first two years.

MANITOBA

ALBERTA

ONTARIO

NOVA SCOTIA

SASKATCHEWAN

A library formed under the provisions of the Flin Flon Extension of Boundaries Act, S.M., 1952; Chapter 68 of Boundaries Act, shall be deemed to have the combined population of the Town of Flin Flon and any extended area as may be included under the Act.

CITY OF WINNIPEG - Grants payable shall be 50% of the actual annual operating costs of the library up to a maximum of \$2.75 per capita.

A municipal public library in the City of Winnipeg, subject to subsection (1) shall be paid in advance an amount equal to 100% of the entitlement based upon the approved budget of the library or the population, whichever applies for the fiscal year. Any adjustments to this payment will be made on receipt of audited financial statements of the actual operating expenditures covering the year for which the advance payment was made, and the adjustment will be included with the advance payment to be made to the library for the next fiscal year.

e.) any other information which may be required by the Minister.

The Library Council shall recommend to the Minister both those who should receive grants and the amounts.

Where the Minister determines, any construction related details for a project shall require the approval of the Minister prior to the commencement of construction.

Where the project is approved and the Minister receives satisfactory supporting documentation regarding the actual cost of the project, he shall pay to the city, town or municipality a grant equal to the lesser of the maximum grant approved, or the same percentage of the actual costs as the operating grant is to the regional library board's approved operating funding level in the year the project is approved.

Notwithstanding the above, the Minister may agree to pay a grant in two instalments, but the total of such instalments shall not exceed 85% of the

Grants made to municipal public libraries of the City of Winnipeg are paid to the City of Winnipeg as the authority responsible for regulating and governing the use of those libraries, and maintaining them.

MANITOBA

ALBERTA

ONTARIO

NOVA SCOTIA

SASKATCHEWAN

approved grant until the completion of the project.

The operating costs incurred by a regional library board for a project approved shall be identified and the Minister shall pay to the regional library board the portion of the operating costs that are approved by the Minister at the same % as set out in subsection (5) for the first two years.

The Minister shall pay to a regional library board with new or expanded facilities a grant for the initial purchase, as approved by the Minister, of library materials required to provide its programs and service calculated at the same percentage as set out in subsection 5.

FRENCH LANGUAGE - Where the French-speaking population exceeds 12% of the total population of the area served by the regional library board, the Minister shall pay an annual French Language grant to assist in the provision of library service in the French language.

MANITOBA

ALBERTA

ONTARIO

NOVA SCOTIA

SASKATCHEWAN

The grant shall be 5% of the annual operating grant under Section (2) and shall be in addition to the annual operating grant.

The grant shall be paid as set out in subsection (4) of Section 2.

The grant shall be conditional on the preparation of a separate financial statement, in accordance with subsection (1) of Section 3 of the ACT, detailing the expenditures made for French Language library service provided by the regional library board.

DEFINITIONS

Books-by-mail	a program enabling individuals without access to a local library, to borrow books that are delivered to them by mail
Travelling library	a program through which rural and northern communities, without access to library service, may borrow up to 500 at a time in a period of 4 months
Central library	means a central library established by the Lieutenant-Governor-in-Council
Council of a municipality	includes, subject to The Local Government Districts Act, a local committee of a local government district
Municipality	means a municipality as defined in the Municipal Act and includes, subject to The Local Government Districts Act, a local government district
Regional library	means a library established under Part III of the Public Libraries ACT (Chapter P.220) which states: "The Councils of two or more municipalities may, in the manner herein provided, establish a regional library;" and this "includes a library service maintained by means of a main library, branches, deposit stations, book exchanges, bookmobiles, post or any other medium of circulation."
Board or Library board	means a board appointed under The Public Libraries ACT (P.220), to have the administration, management, supervision, charge, or control, of a library or to exercise any powers and discharge any duties granted to or charged on a municipal or regional library board
Federated library	is a federation of regional and municipal public libraries. Part IV, 33(1) of The Public Libraries ACT provides that "subject to subsection (2)" (a by-law must be passed by the municipal council or councils concerned authorizing the library board to enter into the agreement), "the board of a municipal public library or a regional library or a regional library, or the board of either of them may enter into an agreement with the board of: a) another municipal public library; or b) another regional library; or c) a municipal public library and a regional library; to establish a library federation

**Community library
(Alberta)**

Under Alberta legislation The Alberta Library ACT (Chapter L12.1, 1983), Part 4(31), "any association of persons, whether incorporated or not," and resident in "any area, other than a municipality, where library services are not provided," may apply to the Minister to be established as a community library board and to be authorized to provide library services to the public in that area. Community libraries may only be established in hamlets within improvement districts and then only when no service is provided by a library system.

Multi-year plan

Incorporates the concept of:

- establishing program and financial objectives in terms of the desired end results;
- setting a finite period within which these objectives are to be achieved, e.g., three years, five years;
- working towards their achievement by developing short (e.g. one year) and mid-term goals (e.g. three years) which define more clearly where you are going;
- planning accordingly, since planning further defines how you are going to get there; and finally,
- translating plans into actions which will get you there.

SOURCES & RESOURCES

**Why Public Libraries; Getz, Malcolm,
Alberta Culture, Library Services Branch, 1985**

The Handbook, Alberta Library Trustees Association, 1980

**Statement on Intellectual Freedom,
Canadian Library Association, 1974, 1983, 1985**

**Manitoba Library Development Committee,
Final Report, January, 1988**

**Networking Manitoba's Libraries in the Nineties;
A Planning Framework, Manitoba Libraries Resource Sharing
Group, June, 1989**

**Discussion Paper on Library Legislation,
Design Team, Saskatchewan, April 1983**

**Report of the Committee to Review Library Legislation,
Saskatchewan, September, 1981**

**Ethnic Diversity in Canada,
Statistics Canada, Census 1986**

**Libraries and Library Science
Encyclopedia Britannica, 1985**

**Books-by-mail and Travelling Library Programs, an Evaluation;
Hewitt, Dianne, Manitoba Public Library Services, September,
1989**

**Manitoba Public Libraries ACT, Suggestions for Revision;
Harder, Trudy, Manitoba Public Library Services, 1987**

**Manitoba Public Libraries ACT
Chapter P220, RSM 1987**

**Public Libraries ACT, 1984;
Statutes of Ontario, 1985, Chapter 57;
Ontario Regulation 100/85**

**The Public Libraries ACT, 1984, Saskatchewan;
Regulations 1984; January 23, 1987**

**The Alberta Libraries ACT, Chapters L-12.1, 1983;
The Libraries Regulation, 1984; September, 1988;
August 24, 1989**

B.C. Library ACT, RS Chapter 235, 1979